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October 15, 1992

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Document Processing Center (TS-790)
Office of Pollution Prevention and Toxics
Environmental Protection Agency
401 M Street., S.W.
Washington, D.C. 20460
Attn: Section 8(e) Coordinator (CAP Agreement)

Dear Coordinator:

8ECAP-0025

On behalf of the Regulatee and pursuant to Unit II B.1.b. and Unit II C of the 6/28/91CAP Agreement, E.I. Du Pont de Nemours and Co. hereby submits (in triplicate) the attached studies. Submission of this information is voluntary and is occasioned by unilateral changes in EPA's standard as to what EPA now considers as reportable information. Regulatee's submission of information is made solely in response to the new EPA §8(e) reporting standards and is not an admission: (1) of TSCA violation or liability; (2) that Regulatee's activities with the study compounds reasonably support a conclusion of substantial health or environmental risk or (3) that the studies themselves reasonably support a conclusion of substantial health or environmental risk.

The "Reporting Guide" creates new TSCA 8(e) reporting criteria which were not previously announced by EPA in its 1978 Statement of Interpretation and Enforcement Policy, 43 Fed Reg 11110 (March 16, 1978). The "Reporting Guide states criteria which expands upon and conflicts with the 1978 Statement of Interpretation. Absent amendment of the Statement of Interpretation, the informal issuance of the "Reporting Guide" raises significant due processes issues and clouds the appropriate reporting standard by which regulated persons can assure TSCA Section 8(e) compliance.

For Regulatee

Murk H. Christman

Counsel

Legal D-7158

1007 Market Street

Wilmington, DE 19898

(302) 774-6443

ATTACHMENT 1

Submission of information is made under the 6/28/91 CAP Agreement, Unit II. This submission is made voluntarily and is occasioned by recent changes in EPA's TSCA §8(e) reporting standard; such changes made, for the first time in 1991 and 1992 without prior notice and in violation of Regulatee's constitutional due process rights. Regulatee's submission of information under this changed standard is not a waiver of its due process rights; an admission of TSCA violation or liability, or an admission that Regulatee's activities with the study compounds reasonably support a conclusion of substantial risk to health or to the environment. Regulatee has historically relied in good faith upon the 1978 Statement of Interpretation and Enforcement Policy criteria for determining whether study information is reportable under TSCA §8(e), 43 Fed Reg 11110 (March 16, 1978). EPA has not, to date, amended this Statement of Interpretation.

After CAP registration, EPA provided the Regulatee the June 1, 1991 "TSCA Section 8(e) Reporting Guide". This "Guide" has been further amended by EPA, EPA letter, April 10, 1992. EPA has not indicated that the "Reporting Guide" or the April 1992 amendment supersedes the 1978 Statement of Interpretation. The "Reporting Guide" and April 1992 amendment substantively lowers the Statement of Interpretation 's TSCA §8(e) reporting standard². This is particularly troublesome as the "Reporting Guide" states criteria, applied retroactively, which expands upon and conflicts with the Statement of Interpretation.³ Absent amendment of the Statement of Interpretation, the informal issuance of the "Reporting Guide" and the April 1992 amendment clouds the appropriate standard by which regulated persons must assess information for purposes of TSCA §8(e).

²In sharp contrast to the Agency's 1977 and 1978 actions to soliciting public comment on the proposed and final §8(e) Policy, EPA has unilaterally pronounced §8(e) substantive reporting criteria in the 1991 Section 8(e) Guide without public notice and comment, See 42 Fed Reg 45362 (9/9/77), "Notification of Substantial Risk under Section 8(e): Proposed Guidance".

³A comparison of the 1978 Statement of Interpretation and the 1992 "Reporting Guide" is a appended.

Throughout the CAP, EPA has mischaracterized the 1991 guidance as reflecting "longstanding" EPA policy concerning the standards by which toxicity information should be reviewed for purposes of §8(e) compliance. Regulatee recognizes that experience with the 1978 Statement of Interpretation may cause a review of its criteri. Regulatee supports and has no objection to the Agency's amending reporting criteria provided that such amendment is not applied to the regulated community in an unfair way. However, with the unilateral announcement of the CAP under the auspices of an OCM enforcement proceeding, EPA has wrought a terrific unfairness since much of the criteria EPA has espoused in the June 1991 Reporting Guide and in the Agency's April 2, 1992 amendment is new criteria which does not exist in the 1978 Statement of Interpretation and Enforcement Policy.

The following examples of new criteria contained in the "Reporting Guide" that is not contained in the <u>Statement of Interpretation</u> follow:

- o even though EPA expressly disclaims each "status report" as being preliminary evaluations that should <u>not</u> be regarded as final EPA policy or intent⁴, the "Reporting Guide" gives the "status reports" great weight as "sound and adequate basis" from which to determine mandatory reporting obligations. ("Guide" at page 20).
- o the "Reporting Guide" contains a matrix that establishes new numerical reporting "cutoff" concentrations for acute lethality information ("Guide" at p. 31). Neither this matrix nor the cutoff values therein are contained in the <u>Statement of Interpretation</u>. The regulated community was not made aware of these cutoff values prior to issuance of the "Reporting Guide" in June, 1991.
- othe "Reporting Guide" states new specific definitional criteria with which the Agency, for the first time, defines as 'distinguishable neurotoxicological effects'; such criteria/guidance not expressed in the 1978 Statement of Interpretation. 5;
- othe "Reporting Guide" provides new review/ reporting criteria for irritation and sensitization studies; such criteria not previously found in the 1978 <u>Statement of Interpretation/Enforcement Policy</u>.
- othe "Reporting Guide" publicizes certain EPA Q/A criteria issued to the Monsanto Co. in 1989 which are not in the <u>Statement of Interpretation</u>; have never been published in the <u>Federal Register</u> or distributed by the EPA to the Regulatee. Such Q/A establishes new reporting criteria not previously found in the 1978 <u>Statement of Interpretation/Enforcement Policy</u>.

⁴The 'status reports' address the significance, if any, of particular information reported to the Agency, rather than stating EPA's interpretation of §8(e) reporting criteria. In the infrequent instances in which the status reports contain discussion of reportability, the analysis is invariably quite limited, without substantial supporting scientific or legal rationale.

⁵ See, e.g., 10/2/91 letter from Du Pont to EPA regarding the definition of 'serious and prolonged effects' as this term may relate to transient anesthetic effects observed at lethal levels; 10/1/91 letter from the American Petroleum Institute to EPA regarding clarification of the Reporting Guide criteria.

In discharging its responsibilities, an administrative agency must give the regulated community fair and adequate warning to as what constitutes noncompliance for which penalties may be assessed.

Among the myriad applications of the due process clause is the fundamental principle that statutes and regulations which purport to govern conduct must give an adequate warning of what they command or forbid.... Even a regulation which governs purely economic or commercial activities, if its violation can engender penalties, must be so framed as to provide a constitutionally adequate warning to those whose activities are governed.

Diebold, Inc. v. Marshall, 585 F.2d 1327, 1335-36 (D.C. Cir. 1978). See also, Rollins Environemntal Services (NJ) Inc. v. U.S. Environmental Protection Agency, 937 F. 2d 649 (D.C. Cir. 1991).

While neither the are rules, This principle has been applied to hold that agency 'clarification', such as the <u>Statement of Interpretation</u>, the "Reporting Guide" nor the April 1992 amendments will not applied retroactively.

...a federal court will not retroactively apply an unforeseeable interpretation of an administrative regulation to the detriment of a regulated party on the theory that the post hoc interpretation asserted by the Agency is generally consistent with the policies underlying the Agency's regulatory program, when the semantic meaning of the regulations, as previously drafted and construed by the appropriate agency, does not support the interpretation which that agency urges upon the court.

Standard Oil Co. v. Federal Energy Administration, 453 F. Supp. 203, 240 (N.D. Ohio 1978), aff'd sub nom. Standard Oil Co. v. Department of Energy, 596 F.2d 1029 (Em. App. 1978):

The 1978 Statement of Interpretation does not provide adequate notice of, and indeed conflicts with, the Agency's current position at §8(e) requires reporting of all 'positive' toxicological findings without regard to an assessment of their relevance to human health. In accordance with the statute, EPA's 1978 Statement of Interpretation requires the regulated community to use scientific judgment to evaluate the significance of toxicological findings and to determining whether they reasonably support a conclusion of a substantial risk. Part V of the Statement of Interpretation urges persons to consider "the fact or probability" of an effect's occurrence. Similarly, the 1978 Statement of Interpretation stresses that an animal study is reportable only when "it contains reliable evidence ascribing the effect to the chemical." 43 Fed Reg. at 11112. Moreover, EPA's Statement of Interpretation defines the substantiality of risk as a function of both the seriousness of the effect and the probability of its occurrence. 43 Fed Reg 11110 (1978). Earlier Agency interpretation also emphasized the "substantial" nature of a §8(e) determination. See 42 Fed Reg 45362, 45363

(1977). [Section 8(e) findings require "extraordinary exposure to a chemical substance...which critically imperil human health or the environment"].

The recently issued "Reporting Guide" and April 1992 Amendment guidance requires reporting beyond and inconsistent with that required by the <u>Statement of Interpretation</u>. Given the statute and the <u>Statement of Interpretation</u>'s explicit focus on substantial human or environmental risk, whether a substance poses a "substantial risk" of injury requires the application of scientific judgment to the available data on a case-by-case basis.

If an overall weight-of-evidence analysis indicates that this classification is unwarranted, reporting should be unnecessary under §8(e) because the available data will not "reasonably support the conclusion" that the chemical presents a <u>substantial</u> risk of serious adverse consequences to human health.

Neither the legislative history of §8(e) nor the plain meaning of the statute support EPA's recent lowering of the reporting threshold that TSCA §8(e) was intended to be a sweeping information gathering mechanism. In introducing the new version of the toxic substances legislation, Representative Eckhart included for the record discussion of the specific changes from the version of H. R. 10318 reported by the Consumer Protection and Finance Subcommittee in December 1975. One of these changes was to modify the standard for reporting under §8(e). The standard in the House version was changed from "causes or contributes to an unreasonable risk" to "causes or significantly contributes to a substantial risk". This particular change was one of several made in TSCA §8 to avoid placing an undue burden on the regulated community. The final changes to focus the scope of Section 8(e) were made in the version reported by the Conference Committee.

The word "substantial" means "considerable in importance, value, degree, amount or extent". Therefore, as generally understood, a "substantial risk" is one which will affect a considerable number of people or portion of the environment, will cause serious injury and is based on reasonably sound scientific analysis or data. Support for the interpretation can be found in a similar provision in the Consumer Product Safety Act. Section 15 of the CPSA defines a "substantial product hazard" to be:

"a product defect which because of the pattern of defect, the number of defective products distributed in commerce, the severity of the risk, or otherwise, creates a substantial risk of injury to the public." Similarly, EPA has interpreted the word 'substantial' as a quantitative measurement. Thus, a 'substantial risk' is a risk that can be quantified, See, 56 Fed Reg 32292, 32297 (7/15/91). Finally, since information pertinent to the exposure of humans or the environment to chemical substances or mixtures may be obtained by EPA through Sections 8(a) and 8(d) regardless of the degree of potential risk, §8(e) has specialized function. Consequently, information subject to §8(e) reporting should be of a type which would lead a reasonable man to conclude that some type action was required immediately to prevent injury to health or the environment.

Attachment

Comparison:

Reporting triggers found in the 1978 "Statement of Interpretation/ Enforcement Policy", 43 Fed Reg 11110 (3/16/78) and the June 1991 Section 8(e) Guide.

TEST TYPE	1978 POLICY CRITERIA EXIST?	New 1991 GUIDE CRITERIA EXIST?
ACUTE LETHALITY		
Oral Dermal Inhalation (Vapors) aerosol dusts/ particles	N} N} } ⁶ N}	Y} Y} Y} Y}
SKIN IRRITATION	N	Y ⁸
SKIN SENSITIZATION (ANIM	ALS) N	Y ⁹
EYE IRRITATION	N	Y ¹⁰
SUBCHRONIC (ORAL/DERMAL/INHALATION	N) N	Y ¹¹
REPRODUCTION STUDY	N	Y ¹²
DEVELOPMENTAL TOX	Y ¹³	Y ¹⁴

⁶⁴³ Fed Reg at 11114, comment 14:

"This policy statements directs the reporiting of specified effects when unknown to the Administrator. Many routine tests are based on a knowledge of toxicity associated with a chemicalL unknown effects occurring during such a range test may have to be reported if they are those of concern tot he Agency and if the information meets the criteria set forth in Parts V and VII."

⁷Guide at pp.22, 29-31.

⁸Guide at pp-34-36.

⁹Guide at pp-34-36.

¹⁰Guide at pp-34-36.

¹¹ Guide at pp-22; 36-37.

¹²Guide at pp-22

¹³⁴³ Fed Reg at 11112

[&]quot;Birth Defects" listed.

¹⁴Guide at pp-22

NEUROTOXICITY	N	Y ¹⁵
CARCINOGENICITY	Y ¹⁶	Y ¹⁷
MUTAGENICITY		
In Vitro In Vivo	Y} ¹⁸ Y}	Y} 19 Y}
ENVIRONMENTAL		
Bioaccumulation Bioconcentration Oct/water Part. Coeff.	Y} Y} ²⁰ Y}	N N N
Acute Fish	N	N
Acute Daphnia	N	N
Subchronic Fish	N	N
Subchronic Daphnia	N	N
Chronic Fish	N	N
AVIAN		
Acute Reproductive Reprodcutive	N N N	N N N

¹⁵Guide at pp-23; 33-34. ¹⁶43 <u>Fed Reg</u> at 11112 "Cancer" listed

 ¹⁷ Guide at pp-21.
 1843 Fed Reg at 11112; 11115 at Comment 15
 "Mutagenicity" listed/ in vivo vs invitro discussed; discussion of "Ames test".

¹⁹Guide at pp-23. ²⁰43 Fed Reg at 11112; 11115 at Comment 16.

CAS# 2837-89-0; 1649-08-7

Chem: 1-chloro-1,2,2,2-tetrafluoroethane; 1,2-

dichloro-1,1-difluoroethane

Title: Two-week inhalation toxicity study

Date: 10/8/76

Summary of Effects: lethargy, anesthesia

BEST COPY AVAILABLE

Copies to: J. J. Daly (6)

E. I. du Pont de Nemours and Company Haskell Laboratory for Toxicology and Industrial Medicine

HASKELL LABORATORY REPORT NO. 727_76

MR NO. 2225

***************************************	Submitted by H. E. Phillips. Organic Chemicals	Department, Chestnut Run
Samle Doddin	for Testing	1-30-76
	Other Codes FC-124	FC_132b
Haskell	No. 10029	. 9826
	Agreerial Tested 1. 1-Chloro-1,2,2,2. tetrafluoroethane	2. 1,2-Dichlorc-1,1-difluoroethane

TWO-WEEK INHALATION TOXICITY STUDY

were delivered into separate 20-liter battery jars. Each battery jar contained 10 male ChR-CD test rats having (248-279 grams) served as a common control for both exposures. The test chamber concentrations of fluorocarbon from a pressurized cylinder into a stream of houseline air. The vapors resulting from both generation methods DC-200 oil on 60/80 Chromosorb® W column. The oxygen concentration was maintained at ~ 20% (v/v) in both test Procedure and Analytical Methods: FC-132b was generated by passing houseline air (~ 5 liters/min.) through a gas washing bottle containing the liquid fluorocarbon. FC-124 was generated by releasing the test material initial body weights of 248-269 grams (FC-124 group) and 245-265 grams (FC-132b group). Ten male ChR-CD rats Were monitored with a gas chromatograph equipped with a thermal conductivity detector and a 10'x1/8" SS 20% chambers; the temperature was maintained at $\leq 28^{\circ}\mathrm{C}_{\circ}$

All animals sere exposed for six hours datly, five days/week, for two weeks. After the last exposure and examinations (hematology, blood chemistry, urine analysis), sacrificed, and tissues taken for histopathologic at 14 days post-exposure, five rats/level from each test group and the control were given clinical laboratory

Results.	
A.	A. Analytical Measurements and Clinical Observations
	Average Analytical Concentration
e el	for 10 Exposures
	(x ± 1 Standard Deviation)
•	FC-124 95, 440 Irregular mest iration
	(v/v

Clinical Signs tion, lethargy, anesthesia, poor coordination,

poradic tremors and moderate response to sound were observed uring exposures. Animals appeared normal within about 15 minutes of exposure. A slightly slower rate of weight gain was noted uring and post exposure.

* (Continued)

Analytical Mesurements and Clinical Observations (Continued) Average A. Ical Concentration

for 1t Exposures

(x 1 Standard Deviation)

10, 509 ± 284 ppm (v/v)

Clinical Signs

Irregular respiration, lethargy, poor coordination, occasional tremors and prostration, and moderate enesthesia were observed during exposures. Animals showed moderate lethargy for about 30 minutes post-exposure followed by complete recovery. A slightly slower rate of weight gain was noted during and post-exposure.

B. Clinical Laboratory Measurements

There were no adverse hematological, blood chemistry, or urine analytical effects attributable to FC-124 immediately after the last exposure or at 14 days post-exprsure,

five rats 14 days post_exposure. Blood Urea Nitrogen was elevated in two of four rats after the 10 exposures and in three of five rats 14 days post_exposure. (GOT), and σ -glutamyl transpeptidase (σ -GT) in one of four rats immediately post-exposure and in one of With FC-132b, elevations in glutamic pyruvic transaminase (GPI), glutamic oxalacetic transaminase Histopathologic Evaluations†

ပံ

The following tissues from all rats were examined microscopically at the day 0 and day 14 post. exposure sacrifice intervals:

esophagus intestine pancreas stomach adrenai epididymis *spleen *thymus *kidney testis *liver sternum () i marrow 1ymph nodes trachea *lung aorta *heart

parathyroid

brain skin

eye

thyroid

(* = organ wefghed)

At the end of the exposure period, rats exposed to either FC-124 or FC-132b showed a depletion of the normal fount appearance of liver hepatocytes. The change was reversible in that it was not observed with rats exposed to either fluorocarbon at 14 days post-exposure.

microscopically pulmonary congestion, edema, and hemorrhage were observed, along with a moderate degree of autolysis in all tissues. Rats examined after the 10th exposure had thymic atrophy which was not apparent after a 14-day recovery perfod. In addition, at day 0 but not at day 14 post-exposure, the One of the 10 rats exposed to PC-132b died on the second day of the exposure period.

Report No. 91-76.

6/11/199

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UNITED STATES ENVIRONMENTAL PROTECTION AGENCY

WASHINGTON, D.C. 20460

Mark H. Christman Counsel E. I. Du Pont De Nemours and Company Legal D-7010-1 1007 Market Street Wilmington, Delaware 19898

OFFICE OF PREVENTION, PESTICIDES AND TOXIC SUBSTANCES

MAY 0 8 1995

EPA acknowledges the receipt of information submitted by your organization under Section 8(e) of the Toxic Substances Control Act (TSCA). For your reference, copies of the first page(s) of your submission(s) are enclosed and display the TSCA §8(e) Document Control Number (e.g., 8EHQ-00-0000) assigned by EPA to your submission(s). Please cite the assigned 8(e) number when submitting follow-up or supplemental information and refer to the reverse side of this page for "EPA Information Requests".

All TSCA 8(e) submissions are placed in the public files unless confidentiality is claimed according to the procedures outlined in Part X of EPA's TSCA §8(e) policy statement (43 FR 11110, March 16, 1978). Confidential submissions received pursuant to the TSCA §8(e) Compliance Audit Program (CAP) should already contain information supporting confidentiality claims. This information is required and should be submitted if not done so previously. To substantiate claims, submit responses to the questions in the enclosure "Support Information for Confidentiality Claims". This same enclosure is used to support confidentiality claims for non-CAP submissions.

Please address any further correspondence with the Agency related to this TSCA 8(e) submission to:

Document Processing Center (7407)
Attn: TSCA Section 8(e) Coordinator
Office of Pollution Prevention and Toxics
U.S. Environmental Protection Agency
Washington, D.C. 20460-0001

EPA looks forward to continued cooperation with your organization in its ongoing efforts to evaluate and manage potential risks posed by chemicals to health and the environment.

Sincerely,

Terry R. O'Bryan

Risk Analysis Branch

Enclosure

12348A

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Triage of 8(e) Submissions

Date sent to triage:	12/14/95		NC	N-CAP	CAP)
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TRIAGE DAYS NON-CBI INVENTORY	ONGOING REVIEW	SPECES TOXICOLOGICAL CONCERN:	eAT (FC-124); Subacute innal (FC-1326	2 RA
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(CHARLE)

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FC-124: Subacute inhalation toxicity in rats is of low concern. Ten male ChR-CD rats were exposed to 95,440 ppm, 6 hours/day, 5 days/week, for two weeks. There were no compound-related mortalities. Clinical signs included irregular respiration, lethargy, anesthesia, and tremors. All animals appeared normal within 15 minutes post-exposure. There were no adverse hematological, blood chemistry, or urine analytical effects. Rats sacrificed immediately after exposure exhibited abnormal hepatocytes (lacked normal foamy appearance); however, this effect was not seen in rats examined after the 14-day recovery period. At 14 days post-exposure, body, kidney, and thymus weights were significantly reduced.

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FC-132b: Subacute inhalation toxicity in rats is of low concern. Ten male ChR-CD rats were exposed to 10,509 ppm, 6 hours/day, 5 days/week, for two weeks. One rat died on the second exposure day; necropsy of this animal revealed pulmonary congestion, edema, and hemorrhage. Clinical signs in survivors included irregular respiration, lethargy, tremors, prostration, and anesthesia. All animals appeared normal within 30 minutes post-exposure. Blood urea nitrogen was elevated in 2/4 rats after 10 exposures and in 3/5 rats at 14 days post-exposure. Rats sacrificed immediately after exposure exhibited abnormal hepatocytes (lacked normal foamy appearance), thymic atrophy, and increased incidence of spermatogenesis arrest; however, these effects were not seen in rats examined after the 14-day recovery period. At 14 days post-exposure, body, kidney, and thymus weights were significantly reduced.